United Nations A/70/94

General Assembly

Distr.: General
8 June 2015

Original: English

Seventieth session
Item 107 of the preliminary list*
Crime prevention and criminal justice

Improving the coordination of efforts against trafficking in persons

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 68/192, on improving the coordination of efforts against trafficking in persons. It summarizes the activities undertaken by the United Nations Office on Drugs and Crime (UNODC), as well as the efforts of Member States and the entities of the United Nations system towards implementing resolution 68/192. It includes information on the status of ratifications or accessions to the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, as well as on efforts made by all stakeholders to further enhance the implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons, adopted by the Assembly in its resolution 64/293. The report further provides an update on the status and work of the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, as well as information on the *Global Report on Trafficking in Persons* issued in 2014 by the United Nations Office on Drugs and Crime, and information on the work of the Inter-Agency Coordination Group against Trafficking in Persons and on awareness-raising campaigns, in particular the designated World Day against Trafficking in Persons.

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I. Introduction

1. In its resolution 68/192, on improving the coordination of efforts against trafficking in persons, the General Assembly called upon Member States to continue their efforts to criminalize trafficking in persons, including through addressing the various factors that made people vulnerable to trafficking in persons and increasing prevention efforts. The Assembly urged Member States, entities of the United Nations system and other organizations to continue to contribute to the full and effective implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons, adopted by the Assembly in its resolution 64/293 of 30 July 2010, including by means of strengthening cooperation and improving coordination among themselves in achieving that goal. In resolution 64/293, the Assembly recognized the need to develop a global plan of action against trafficking in persons that would promote comprehensive, coordinated and consistent responses to fight trafficking in persons in all areas of the "4Ps" (prevention of trafficking in persons, protection of and assistance to trafficking victims, prosecution of traffickers, and strengthening of partnerships against trafficking in persons). The Global Plan of Action also created the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, tasked the United Nations Office on Drugs and Crime (UNODC) with biennial reporting on patterns and flows of trafficking in persons, and strengthened the role of the Inter-Agency Coordination Group against Trafficking in Persons.

2. In its resolution 68/192, the General Assembly requested the Secretary-General to submit a report on the implementation of that resolution to the Assembly at its sixty-ninth session. No extrabudgetary resources were made available to the Secretariat for that purpose prior to the sixty-ninth session of the Assembly. Nevertheless, since extrabudgetary funds could be identified in 2015, a report on the implementation has been prepared for consideration by the Assembly at its seventieth session.

3. The present report is based, inter alia, on information received from Member States and entities of the United Nations system, as well as member agencies of the Inter-Agency Coordination Group against Trafficking in Persons. It covers the period from the adoption of resolution 68/192 on 18 December 2013 to 1 May 2015.

II. Status of ratification of the Trafficking in Persons Protocol and progress by Member States towards criminalizing all forms of trafficking in persons

4. In its resolution 68/192, the General Assembly urged Member States that had not yet done so to consider ratifying or acceding to the United Nations Convention against Transnational Organized Crime and its supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. During the reporting period, five States became States parties to the Organized Crime Convention: Sierra Leone (12 August 2014), Eritrea (25 September 2014), Tonga (3 October 2014), Barbados (11 November 2014) and Samoa (17 December 2014). As of 1 May 2015, there were 185 States parties to the Convention. During the reporting period, seven States became parties to the Trafficking in Persons

Protocol: Sierra Leone (12 August 2014), Afghanistan (15 August 2014), Angola (19 September 2014), Eritrea (25 September 2014), Barbados (11 November 2014), Sudan (2 December 2014) and Czech Republic (17 December 2014). As of 1 May 2015, there were 166 State parties to the Protocol.

5. Also in resolution 68/192, the General Assembly called upon Member States to continue their efforts to criminalize trafficking in persons in all of its forms, including for labour exploitation and commercial sexual exploitation of children, including by tourists, to condemn those practices, and to investigate, prosecute and penalize traffickers and intermediaries. According to the 2014 *Global Report on Trafficking in Persons* of UNODC, as of August 2014, 85 per cent of countries considered in the report had criminalized all aspects of trafficking in persons explicitly listed in the Trafficking in Persons Protocol. About 10 per cent had partial legislation. Five per cent of the countries did not have any offence in their legislation that specifically criminalized trafficking in persons. The report also showed that the level of convictions globally for trafficking in persons remained low. Between 2010 and 2012, about 40 per cent of countries covered by the report had fewer than 10 convictions per year. About 15 per cent of countries did not report a single conviction.

III. Ensuring the full and effective implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons

A. Measures reported by Member States, including with regard to prevention and reducing the vulnerability of people to becoming victims of trafficking in persons

6. On 6 February 2015, UNODC circulated a note verbale in which Member States were requested to provide information on their efforts to address various dimensions of trafficking in persons, including vulnerability, prevention and criminalization, in particular of labour exploitation and commercial sexual exploitation of children, as well as the consideration of trafficking in persons in the context of relevant high-level policy discussions, including in the context of the post-2015 development agenda. By 1 May 2015, the following States had submitted responses to the questionnaire: Armenia, Austria, Belarus, Belgium, Brazil, Bulgaria, Chile, Colombia, Cuba, Czech Republic, Denmark, El Salvador, Finland, Germany, Greece, Israel, Lebanon, Liechtenstein, Luxembourg, the former Yugoslav Republic of Macedonia, Mexico, Morocco, Peru, Philippines, Portugal, Romania, Russian Federation, Saudi Arabia, Serbia, Singapore, Spain, Thailand, Turkey, United Kingdom of Great Britain and Northern Ireland and United States of America. The Holy See, a State party to the Trafficking in Persons Protocol with permanent observer status to the United Nations, also responded to the questionnaire.

Legislation

7. In their responses, States acknowledged the importance of a robust legal framework in the fight against trafficking in persons, in line with international standards.

8. Several States highlighted recent legislative efforts undertaken during the reporting period. For instance, the United Kingdom reported on the Modern Slavery Act 2015, which strengthened existing national legislation and contained a new requirement for companies of a certain size to disclose measures aimed at combating trafficking in persons in the supply chain. Singapore, inter alia, reported on the Prevention of Human Trafficking Act, which took effect on 1 March 2015 and was aimed at improving the prosecution of trafficking cases and victim protection measures, including in camera proceedings in cases involving child victims. Colombia reported on the adoption of Decree No. 1069 of 2014 to regulate the provision of assistance to trafficking victims, which contained a dedicated chapter on the protection of child and adolescent victims. Belarus reported on amendments to its law on combating human trafficking and its criminal code, with a view to improving the identification and protection of trafficking victims.

Prevention

9. In its resolution 68/192, the Assembly urged Member States to continue to contribute to the full and effective implementation of the Global Plan of Action. The Assembly also called upon Member States to increase and support prevention efforts to combat trafficking in persons by focusing on the demand that fosters all forms of trafficking in persons.

10. All responding States reported on their continued efforts to raise awareness of trafficking in persons, including through information campaigns, public service announcements, social media, hotlines, leaflets, exhibitions and films. Many of those activities took place in cooperation with the private sector, civil society and international organizations.

11. States also reported on activities specifically aimed at reducing the demand for trafficking in persons. For example, Armenia had produced public messages on the need to reduce demand for commercial sexual exploitation. Argentina reported that it had monitored advertisements for commercial sex, resulting in a significantly reduced number of such advertisements. Denmark had organized a campaign aimed at discouraging demand from sex buyers and sex employers for services from trafficked persons. In Greece, the demand side and the role of clients in trafficking in persons had been addressed through a performance art project. In Portugal, several campaigns had been launched to address demand, targeting the private sector. Singapore had co-funded multisectoral conferences with non-governmental organizations to help businesses understand the implications of trafficking in persons for their supply chain management. The United States had taken legislative and regulatory steps to prevent trafficking in persons in its procurement supply chain, and had developed an online resource to help businesses combat child labour and forced labour in their supply chains.

12. Training activities for various actors, including criminal justice practitioners, immigration officials, border guards, interpreters, labour inspectors, social workers, non-governmental organizations, journalists, schoolteachers, health professionals,

and diplomatic and consular personnel, had taken place in many States. The activities had focused, among other things, on the identification of potential or existing trafficking victims.

13. States reported on their research and data collection efforts aimed at analysing the nature and extent of trafficking in persons. For example, Israel had conducted several studies aimed at improving its understanding of its national situation and advancing ways of effectively tackling trafficking in persons. In Luxembourg, a dedicated committee had collected and analysed statistical data on trafficking in persons.

14. In resolution 68/192, the General Assembly invited Member States to address the factors that made people vulnerable to trafficking in persons. Several States reported on such measures. For instance, Bulgaria and the United Kingdom had undertaken activities focusing on the vulnerabilities of children at risk. Campaigns against domestic violence, as a common root cause of trafficking, had been conducted, inter alia, in Argentina, Peru, the Republic of Moldova and Spain. The United Kingdom had also raised awareness among the staff of homeless shelters with regard to identifying the signs of trafficking in persons, given the vulnerability of homeless persons to such trafficking.

Prosecution and punishment

15. States reported on the criminal justice response to trafficking in persons. The need for close cooperation among States in the prosecution of trafficking-in-persons cases, including through effective mutual legal assistance and extradition, was the subject of detailed discussion.

16. Several States (Greece, Mexico, Peru, Singapore and United States) mentioned the establishment of specialized multidisciplinary counter-trafficking law enforcement units or specialized prosecutor's offices as an important measure for effectively investigating trafficking-in-persons cases. Some States emphasized the need for the cooperation of such units with non-governmental organizations, in particular regarding victim identification and protection.

17. States underlined the importance of proactive financial investigations. Thailand, for example, reported that in the period between January 2014 and March 2015, 107 cases of money-laundering related to trafficking in persons had been investigated.

18. States further pointed out the need for a zero-tolerance approach towards corruption, as well as the importance of a strong stand against complicity by public officials in trafficking cases. Israel reported that in 2014 three cases had been initiated against public officials that had allegedly taken bribes for providing false documents. The Philippines noted that, during the reporting period, up to 598 administrative cases had been filed against 893 government officials for their alleged involvement in trafficking cases.

19. States reported on court cases concerning trafficking in persons, including on the number of convictions (El Salvador, Philippines, Romania and Serbia). The Philippines noted that it had observed a significant increase in the conviction rate in trafficking cases, which was in part the result of institutional reforms and training in

countering trafficking. States underlined the importance of legally prescribed adequate sanctions for human traffickers.

Protection of and assistance to trafficking victims

20. In its resolution 68/192, the Assembly called upon Member States to provide protection and assistance to trafficking victims with full respect for their human rights.

21. States reported on their enhanced efforts to ensure that trafficking victims were provided with protection and assistance, emphasizing that effective victim identification was a key first step in that regard. Member States highlighted the importance of protecting victims during trials, providing protected housing to victims, permitting victims to remain in their territory, providing victims with an appropriate reflection and recovery period, facilitating safe and voluntary repatriation and reintegration, and reducing the risk of revictimization.

22. Almost all States reported on the variety of protection services provided to identified trafficking victims, including legal, economic, educational, employment, medical and psychological assistance, and social services. Member States highlighted the importance of developing national protocols or standard operating procedures on victim identification, assistance and protection.

23. States stressed the importance of addressing the special needs of children and of providing trafficking victims with access to compensation and remedies. Several States (Armenia, Israel, Luxembourg and Thailand) reported on their non-criminalization approach to trafficking victims.

Partnerships

24. In its resolution 68/192, the General Assembly urged Member States and other relevant stakeholders to continue to contribute to the full and effective implementation of the Global Plan of Action, including by strengthening cooperation and improving coordination among themselves in achieving that goal.

25. In their responses, States emphasized the importance of international cooperation among countries of origin, transit and destination, as well as effective knowledge-sharing, in the fight against trafficking in persons.

26. States reported on the importance of bilateral cooperation in the fight against trafficking in persons. For instance, Colombia reported bilateral memorandums of understanding with other countries in the region, including Argentina, Chile, Costa Rica, Ecuador, El Salvador, Honduras and Paraguay.

27. The importance of regional cooperation was also highlighted. El Salvador reported on a memorandum of understanding between countries in Central America against trafficking in persons in the framework of the Central American Integration System. The Philippines, Singapore and Thailand reported on counter-trafficking efforts in the context of the Association of Southeast Asian Nations (ASEAN), including the drafting of an ASEAN convention on trafficking in persons and its corresponding regional plan of action. The Russian Federation reported on a cooperation agreement between countries of the Commonwealth of Independent States with respect to combating trafficking in persons.

28. Bulgaria and Greece reported on a project establishing a partnership between public and non-governmental actors from Bulgaria, Greece, the Republic of Moldova, Romania, Serbia, Slovenia and Ukraine. The project was aimed at improving the identification of child victims or potential victims of trafficking by training experts working with trafficking victims, raising awareness and fostering coordination and cooperation.

29. Israel hosted an international seminar on trafficking in persons for judges from 14 countries, and organized a study visit for prosecutors from Kazakhstan. The United Kingdom reported on its Work in Freedom Programme, run in partnership with the International Labour Organization (ILO), to help girls and women in South Asia avoid being trafficked to work in the Middle East.

30. The Holy See reported on a number of initiatives to counter trafficking, including the establishment of the Global Freedom Network and the Catholic Bishops' Conference of England and Wales initiative on human trafficking, and the signing of a declaration against modern slavery and trafficking in persons.

B. Activities undertaken within the United Nations system and member agencies of the Inter-Agency Coordination Group against Trafficking in Persons

United Nations Office on Drugs and Crime

31. In its resolution 68/192, the Assembly, emphasizing the central role of the work of UNODC in the global fight against trafficking in persons, expressed support for the activities of UNODC. In particular, and as mandated in the Global Plan of Action, UNODC continued to host and manage the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, and to collect information for the *Global Report on Trafficking in Persons* and coordinate the work of the Inter-Agency Coordination Group against Trafficking in Persons,[1] in addition to providing normative and technical support to Member States.

32. During the reporting period, UNODC serviced and provided technical, substantive and strategic support to the twenty-third and twenty-fourth sessions of the Commission on Crime Prevention and Criminal Justice, in May 2014 and May 2015, respectively; the seventh session of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime, in

[1] The Inter-Agency Coordination Group against Trafficking in Persons is composed of the Department of Peacekeeping Operations of the Secretariat, the International Civil Aviation Organization, the International Criminal Police Organization, the International Labour Organization, the International Organization on Migration, the Office of the United Nations High Commissioner for Human Rights, the Joint United Nations Programme on HIV/AIDS, the United Nations Development Programme, the United Nations Educational, Scientific and Cultural Organization, the United Nations Population Fund, the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund, the United Nations Interregional Crime and Justice Research Institute, the United Nations Office on Drugs and Crime, the United Nations Entity for Gender Equality and the Empowerment of Women and the World Bank. The present section reflects the inputs of those member organizations which had responded to requests for information to be included in the present report.

October 2014; and the Thirteenth United Nations Congress on Crime Prevention and Criminal Justice, in April 2015.

33. The United Nations Office on Drugs and Crime, as explicitly encouraged in the Global Plan of Action, continued to provide technical assistance to Member States, upon request, for the ratification and effective implementation of the Trafficking in Persons Protocol.

34. During the reporting period, UNODC reached 37 countries through tailored technical assistance activities offered through its global programmes on trafficking in persons. Targeted capacity-building assistance at the national level was provided to 13 countries, while four Member States were supported in reviewing and amending national anti-trafficking legislation. More than 1,000 criminal justice practitioners and relevant stakeholders received specialized training and briefing through 42 technical assistance activities organized or substantively supported by the Global Programme. This included a series of training workshops on combating human trafficking for magistrates and law enforcers in Algeria, the rollout of train-the-trainers initiatives in the Congo, Morocco and Panama and a series of regional training sessions for representatives of judicial training institutions in South-Eastern Europe. The Office further supported Albania and the Congo in developing national action plans aimed at strengthening and facilitating national coordination to combat trafficking in persons.

35. Technical assistance to Member States was also provided through field-led projects across Africa, the Middle East, South, South-East and Central Asia, Eastern Europe and Latin America.

36. The United Nations Office on Drugs and Crime further developed various tools and publications to support efforts by Member States to fight trafficking in persons. The Office, in close consultation with Member States, continued its work on a series of issue papers exploring key concepts of the Trafficking in Persons Protocol. In October 2014, it launched an issue paper on the role of "consent" in the Protocol; in April 2015, it launched an issue paper on the concept of "exploitation" in the Protocol. Also in April 2015, the Office launched an assessment toolkit on trafficking in persons for the purpose of removal of organs. The Office continued to research the role of recruitment fees and recruitment agencies in trafficking in persons, with a view to launching a report in June 2015. The Office further expanded the Human Trafficking Case Law Database which, as of May 2015, included about 1,200 cases from 91 jurisdictions. A case digest on evidentiary issues drawn from those cases is at an advanced stage of development.

Office of the United Nations High Commissioner for Human Rights

37. The Office of the High Commissioner for Human Rights (OHCHR) continued to mainstream human rights and a victim-based approach to trafficking in persons. In particular, OHCHR assisted Member States, including Tunisia and Yemen, in the process of developing national legislation on combating trafficking in persons. It provided capacity development and assistance in Belarus and in the Middle East and North Africa region with that goal in mind. Furthermore, OHCHR published a new fact sheet, providing general knowledge on the linkages between human rights and human trafficking.

38. The Office also promoted the human-rights-based approach to countering trafficking in persons in several conferences and training events organized by United Nations partners, civil society and academia. Jointly with the United Nations Voluntary Trust Fund on Contemporary Forms of Slavery, OHCHR launched a campaign against trafficking and slavery, raising awareness of the linkages between the two heinous crimes. The Office participated in events marking the European Union anti-trafficking day and the first World Day against Trafficking in Persons.

Special Rapporteur on trafficking in persons, especially women and children

39. During the reporting period, the Special Rapporteur on trafficking in persons, especially women and children, in close cooperation with OHCHR, finalized draft basic principles on the right to effective remedies for victims of trafficking in persons. The principles reflect input from Member States in the form of replies to a questionnaire, taking account of the outcome of five regional and two international consultations of experts. The resulting report was submitted to the Human Rights Council in June 2014. The Special Rapporteur conducted a country visit to Seychelles in January 2014. In addition, the Special Rapporteur submitted a thematic report to the Human Rights Council in June 2014 and to the General Assembly in October 2014, taking stock of the work of the mandate during its first 10 years.

Office of the United Nations High Commissioner for Refugees

40. The Office of the United Nations High Commissioner for Refugees (UNHCR) continued to support capacity-building and information campaigns to address the impact of trafficking in persons on asylum seekers, refugees and stateless persons. Together with other agencies and the support of Governments, UNHCR contributed to the development, inclusion and reform of national and regional legislation, policies and action plans to combat trafficking in persons.

41. The operations of UNHCR have integrated responses to trafficking in persons as part of their protection response mechanisms. During the reporting period, UNHCR provided such support to various States, including Brazil, China, Costa Rica, Egypt, Ethiopia, Nicaragua, Panama, the Sudan, Venezuela (Bolivarian Republic of) and Zambia. Furthermore, UNHCR cooperates with the Organization for Security and Cooperation in Europe and the International Organization on Migration (IOM) to conduct regular capacity-building activities, inter alia, in Armenia, the Russian Federation, Turkey and Eastern European countries.

42. The Office engaged in initiatives to combat trafficking in persons at the regional level, including by providing support to the African Union for the regional ministerial conference on human trafficking and smuggling in the Horn of Africa, held in October 2014 in Khartoum. In the declaration of that conference, States recognized that refugees and asylum seekers comprised a significant number of trafficking victims in Africa, and States committed to victim treatment in accordance with regional and international obligations. The Office also actively participated in the mixed-migration task force for the East and Horn of Africa. The collaboration between UNHCR and the Singapore Management University resulted in the compilation of applicable frameworks to address trafficking in seven countries of the region. An initiative on a trafficking database, through the regional

support office of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime, is under way.

International Labour Organization

43. The International Labour Organization continued its work to fight forced labour and trafficking in persons. At the 103rd session of the International Labour Conference, the Protocol of 2014 to the Forced Labour Convention of 1930, and the Recommendation on Supplementary Measures for the Effective Suppression of Forced Labour, were adopted. The Protocol and the Recommendation emphasized the link between forced labour and trafficking in persons.

44. During the reporting period, among other activities, ILO initiated a fair recruitment initiative to prevent trafficking in persons and to reduce the costs of labour migration. The Organization launched, in collaboration with the International Training Centre in Italy, an online e-learning tool on investigating trafficking in persons and forced labour crimes, and carried out surveys and research to facilitate analysis on trafficking in persons. The Organization continued to engage with its constituents at the country level to eliminate forced labour and trafficking in persons.

United Nations Development Programme

45. During the reporting period, the United Nations Development Programme (UNDP) launched a new regional anti-trafficking initiative for Asia and the Pacific, the United Nations Action for Cooperation against Trafficking in Persons project, to be implemented over the period from 2014 to 2018. This project is aimed at supporting the Coordinated Mekong Ministerial Initiative against Trafficking, a subregional intergovernmental process that brings together Cambodia, China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam.

46. In 2014, the Initiative developed its fourth subregional plan of action through a participatory process, drawing on a results-based framework with measurable indicators and monitoring tools. Youth engagement was institutionalized. The United Nations Action for Cooperation against Trafficking in Persons project further facilitated the establishment of a regional anti-trafficking network composed of 20 key organizations, including United Nations agencies, civil society and research institutions. It spearheaded a number of research initiatives, including on trafficking patterns from the northern provinces of the Lao People's Democratic Republic to China and research on Cambodia-China cross-border marriage migration patterns. The initiative also launched a civil society grant scheme for non-governmental organizations in the Greater Mekong subregion.

International Civil Aviation Organization

47. The International Civil Aviation Organization continued its work relating to annex 9 of the Convention on International Civil Aviation, setting out international standards for travel documents aimed at countering activities related to trafficking in persons. The Organization also established a traveller identification programme, providing an international framework for coordinating the various elements of identification management.

International Organization for Migration

48. The International Organization for Migration continued to strengthen the capacities of Governments and civil society to respond to trafficking in persons, including through capacity-building and training. It engaged in data collection and research. The Organization also promoted cooperation and provided direct assistance to trafficked persons.

49. During the reporting period, IOM promoted dialogue and cooperation at the local, national, regional and international levels. For example, it continued to work through the framework of the regional Migration Coordination Task Force for the North-Eastern African Migratory Route and North Africa. It also raised awareness about human trafficking through various campaigns, and worked with private companies to address the issue of the demand for cheap labour and services as a root cause of human trafficking. The Organization continued to maintain its Global Human Trafficking Database. In 2014 alone, IOM provided direct assistance to 6,290 trafficking victims that had been identified in over 90 States. The Global Assistance Fund of IOM also continued to support the provision of case-specific direct assistance.

C. Towards full implementation: appraisal and way forward

Appraisal of the Global Plan of Action

50. On 30 July 2010, a decade after the adoption of the Trafficking in Persons Protocol, the General Assembly, in its resolution 64/293, adopted the United Nations Global Plan of Action to Combat Trafficking in Persons as a renewed commitment by Member States to combating trafficking in persons globally and to reinforcing the obligations accepted by Member States under legally binding international instruments, including the Protocol.

51. The Global Plan of Action gave new impetus to the efforts of the international community to end trafficking in persons. Governments resolved to prevent and combat trafficking in persons, protect and assist victims, prosecute related crimes and strengthen partnerships among governmental institutions, intergovernmental organizations, civil society organizations and the private sector, including the media. Among the greatest achievements of the Global Plan of Action was the establishment of the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, as well as the *Global Report on Trafficking in Persons*.

52. In General Assembly resolution 64/293, Member States decided to appraise in 2013 the progress achieved in the implementation of the Global Plan of Action. That first appraisal took place from 13 to 15 May 2013 in the form of a high-level meeting of the Assembly. Eighty-eight Member States and three observers made statements during the plenary session. As stated in resolution 68/192, the high-level meeting evinced strong political will to step up efforts against trafficking in persons. Building on the experience of this first appraisal, the Assembly decided to appraise, from within existing resources on a four-year basis, starting at its seventy-second session, the progress achieved in the implementation of the Global

Plan of Action in order to assess achievements, gaps and challenges, including in the implementation of the relevant legal instruments.

Consideration of the need for meetings of representatives of national coordinating mechanisms on combating trafficking in persons

53. In its resolution 68/192, the General Assembly invited the Commission on Crime Prevention and Criminal Justice and the Working Group on Trafficking in Persons, established by the Conference of the Parties to the United Nations Convention against Transnational Organized Crime, to consider the need for meetings of representatives of national coordinating mechanisms on combating trafficking in persons, with a view to facilitating, inter alia, better international coordination and information exchange on good practices. Although during the reporting period neither the Commission nor the Working Group considered this matter, in May 2014 the Special Rapporteur on trafficking in persons, especially women and children, OHCHR and UNODC co-hosted a meeting of national rapporteurs and coordination mechanisms on trafficking in persons in Bangkok. It was the second meeting of its kind, following the first consultative meeting held in May 2013 in Berlin.

54. The General Assembly, in its resolution 68/192, encouraged UNODC and other members of the Inter-Agency Coordination Group to continue to contribute in line with their existing mandates to the implementation of the Global Plan of Action, and invited them to elaborate, in cooperation with Member States, a list of concrete measures planned until 2017 aimed at implementing the Global Plan of Action and to present it in an appropriate manner to the Assembly at its sixty-ninth session. The Assembly also invited Member States and other international and bilateral donors to provide voluntary contributions, inter alia, for that purpose. No such dedicated voluntary resources were received during the reporting period. Accordingly, a separate process to elaborate and present a list of measures could not be undertaken. However, for the present report, Member States and other stakeholders, as well as the 16 member entities of the Inter-Agency Coordination Group against Trafficking in Persons, have been consulted, including in particular on their approach to implementing the Global Plan of Action.

D. Post-2015 development agenda

55. At the Millennium Summit, the 2005 World Summit and the high-level plenary meeting of the General Assembly on the Millennium Development Goals, held in 2010, Member States made commitments related to combating trafficking in persons in elaborating the post-2015 development agenda, which will guide United Nations development planning after 2015. In its resolution 68/192, the Assembly invited Member States to give due consideration to those commitments.

56. As of May 2015, the process of defining a post-2015 development agenda was still ongoing. There had been numerous inputs to the agenda, notably a set of sustainable development goals proposed by the Open Working Group of the General Assembly on Sustainable Development Goals,[2] along with the report of an

[2] A/68/970 and Corr.1 and Add.1.

intergovernmental committee of experts on sustainable development financing, among other things.

57. The proposal of the Open Working Group, issued in August 2014, specifically considered trafficking in persons under sustainable development goals 5 ("Achieve gender equality and empower all women and girls") and 16 ("Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels") by elaborating targets 5.2 ("Eliminate all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation") and 16.2 ("End abuse, exploitation, trafficking and all forms of violence and torture of children"). A proposal of indicators related to trafficking in persons has been elaborated by UNODC and submitted for discussion by stakeholders, including Member States.

58. The post-2015 development agenda is scheduled to be launched at a summit in September 2015.

IV. *Global Report on Trafficking in Persons*: update on research and trend analysis

59. As requested in the Global Plan of Action, UNODC in November 2014 published the second *Global Report on Trafficking in Persons*. The report focused on patterns and flows related to trafficking in persons at the global, regional and national levels during the period from 2010 to 2012, providing information on 128 countries in all regions of the world.

60. The 2014 *Global Report on Trafficking in Persons* confirmed that trafficking in persons affected virtually every region, showing that victims with 152 different citizenships had been identified in 124 countries. Moreover, UNODC had identified at least 510 trafficking flows, with most of the flows being intraregional, in which victims were trafficked from poorer countries to more affluent ones within the same region.

61. The 2014 *Global Report* concluded that, while a majority of trafficking victims had been subjected to sexual exploitation (53 per cent), other forms of exploitation — mainly trafficking for forced labour — were increasingly being detected. Between 2010 and 2012, 40 per cent of victims had been trafficked for forced labour.

62. About 49 per cent of the victims detected were adult women. Women comprised the vast majority of the detected victims who had been trafficked for sexual exploitation. Of the detected victims who had been trafficked for forced labour, men comprised a significant majority, while women still made up nearly one third. Children comprised 33 per cent of detected trafficking victims overall. That was a 5 per cent increase compared with the 2007-2010 period. Two out of every three child victims were girls. The global figure obscured significant regional differences. In some areas, child trafficking was the major trafficking-related concern.

63. The next *Global Report on Trafficking in Persons*, which will be prepared pursuant to the Global Plan of Action, will be issued by UNODC in 2016. Member

States are encouraged to provide to UNODC evidence-based data on patterns, forms and flows of trafficking in persons.

V. Developments relating to the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children

64. The United Nations Office on Drugs and Crime continued to manage the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children,[3] and to encourage contributions from Member States and other stakeholders.

65. The Trust Fund concluded its first three-year grant-making cycle in December 2014. A total of 11 projects from civil society organizations specialized in victim assistance received nearly $750,000 in grants to assist thousands of children, women and men worldwide.

66. The call for proposals for the second grant cycle was launched in 2014. A total of 113 proposals from 59 countries were received. The Board of Trustees recommended grants to 21 projects for a total of around $1 million, and recommended keeping the remaining 70 eligible projects on a reserve list for further consideration, should more funding become available, until December 2016. The new grants will be announced after final approval of UNODC as the fund manager.

67. An independent evaluation of the management of the Trust Fund was conducted in the second half of 2014. The evaluators assessed progress made since the Fund's inception in the following areas: relevance, efficiency, effectiveness, sustainability, partnerships and lessons learned. The evaluation concluded that, overall, the Fund had made credible progress and that there was an undisputed need for increased direct assistance to victims of human trafficking.

68. A new high-profile board of trustees was appointed by the Secretary-General in December 2013 for the period 2014-2016, taking into account their expertise in the area of human trafficking and fair geographical representation. The Chair of the Board is Benita Ferrero-Waldner (Austria). Other members include Saisuree Chutikul (Thailand), Joy Ngozi Ezeilo (Nigeria), Ketevan Khutsishvili (Georgia) and Virna Luque Ferro (Panama).

69. Since its establishment in 2010, the Trust Fund has received $2 million in paid contributions, with an annual average of $400,000. Nineteen Member States and over 30 private sector donors, whose contributions account for almost one third of the funds received, have provided funding. The level of contributions received is still below the expected levels required to provide assistance with a significant impact, as intended upon the establishment of the Fund.

[3] Additional information on the Trust Fund is available from www.unodc.org/unodc/en/human-trafficking-fund.html.

VI. Activities of the Inter-Agency Coordination Group against Trafficking in Persons

70. The Inter-Agency Coordination Group against Trafficking in Persons was mandated by the General Assembly in its resolution 61/180 to enhance cooperation and coordination and facilitate a holistic and comprehensive approach by the international community to the problem of trafficking in persons. The Group is comprised of 16 entities of the United Nations system, as well as other relevant intergovernmental organizations. In accordance with Assembly resolution 61/180, UNODC has been designated to coordinate the activities of the Group and continued to provide secretariat services to it. The Group held its first meeting in 2006, convened pursuant to Economic and Social Council resolution 2006/27. An annually rotating chairmanship was introduced in 2011 and formalized through the adoption of terms of reference in 2013.

71. During the reporting period, the chairmanship was held by IOM in 2014 and UNHCR in 2015.

72. The activities of the Group during the reporting period were guided by an annual workplan elaborated jointly by six of its member entities. The six entities, who together form the decision-making body of the Group referred to as the "working group", are the ILO, IOM, OHCHR, UNHCR, the United Nations Children's Fund (UNICEF) and UNODC.

73. Among the activities under its 2014 workplan, the Group published a policy paper on preventing trafficking in persons by addressing demand. The paper was presented to Member States on the margins of the seventh session of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime, held in Vienna in 2014. The paper was the second in a series of policy papers that the Group had committed to developing, starting in 2012, each examining one key issue that had been identified by the members of the Group as a critical challenge for the international community to address in the next decade in the fight against trafficking in persons.

74. In 2014, the Group further commenced work on two additional publications under the policy paper series, which will explore the issue of providing effective remedies for trafficked persons and the challenge of evaluating responses designed to counter trafficking.

75. In January 2015, the six working group agencies hosted a consultative briefing for Permanent Missions at United Nations headquarters in New York on the work and priorities of the Group in 2015 and beyond. At that briefing, the Group shared its intention of holding such events on a regular basis in future.

76. The Group's six-member working group furthermore continued to meet on a regular basis to exchange information, coordinate on matters of policy, and drive the implementation of joint activities under the workplan. During the reporting period, meetings were held in Geneva, Vienna and New York.

VII. Raising awareness: activities to mark 30 July as the World Day against Trafficking in Persons

77. In its resolution 68/192, the General Assembly decided, in the context of the need for raising awareness of the situation of victims of human trafficking and for the promotion and protection of their rights, to designate 30 July as the World Day against Trafficking in Persons, to be observed every year beginning in 2014. The Assembly invited all Member States, relevant agencies of the United Nations system and other international organizations, as well as civil society, to observe the World Day.

78. The United Nations Office on Drugs and Crime used the blue heart, as an internationally recognized symbol in the fight against trafficking in persons, in the core of its activities for the World Day. A dedicated event was held in Vienna that included the performance of the World Peace Choir and the release of 500 blue heart-shaped balloons to demonstrate solidarity with trafficking victims. A high-level event was held in New York, organized jointly with the Group of Friends United against Human Trafficking. The Office developed a dedicated World Day Campaign website, a World Day logo in various languages, and a leaflet. A social media campaign encouraged people around the world to share pictures of themselves forming a heart in solidarity with victims. A coordinated message across several social media platforms reached over 5.5 million people.

79. Marking the World Day, the Inter-Agency Coordination Group against Trafficking in Persons issued its first-ever joint statement. Speaking with one voice, member agencies highlighted the importance of addressing the demand for services and goods produced by trafficked victims.

80. Numerous United Nations entities and other international organizations issued statements on the occasion of the World Day against Trafficking in Persons, including the United Nations Entity for Gender Equality and the Empowerment of Women, UNICEF, the International Criminal Police Organization and IOM.

81. A special event was organized in Geneva to mark the first World Day, organized by Belarus on behalf of the Group of Friends United against Human Trafficking, with the support of OHCHR. The event was attended by IOM in its capacity as the chair of the Group. In addition, the headquarters of the United Nations Educational, Scientific and Cultural Organization (UNESCO) hosted a round-table discussion on "Human trafficking: a global challenge", dedicated to the World Day, organized by the Permanent Mission of Belarus to UNESCO.

82. At the national level, events were held around the world. For instance, in Brazil, several landmarks were lit in blue, the colour of the Blue Heart campaign. In Colombia, an international meeting was organized by the Interior Ministry, the Marcela Loaiza Foundation and UNODC. In Senegal, an event shed light on the main trends relating to trafficking in persons in West Africa. In Japan, civil society staged an awareness-raising event in one of the busiest train stations in Tokyo. In Mexico, local government officials were recognized for their efforts in the prosecution and prevention of trafficking in persons, and a training course on trafficking in persons and a Blue Heart-themed walk through the capital of the state of Chiapas were organized.

VIII. Resource situation of the United Nations system, in particular of the United Nations Office on Drugs and Crime, with regard to combating trafficking in persons

83. As recognized by Member States in General Assembly resolution 68/192, UNODC, as the guardian agency of the Organized Crime Convention and its Protocols, plays a central role in the global fight against trafficking in persons. Among other work, UNODC contributes to policy development and provides technical assistance to Member States upon request, such as legislative assistance and capacity-building with a focus on the criminal justice perspective. The Assembly further mandated UNODC to manage the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, to prepare biennial reports on patterns and flows of trafficking in persons, and to coordinate the activities of the Inter-Agency Coordination Group against Trafficking in Persons.

84. To fulfil its mandates on trafficking in persons, UNODC relies primarily on extrabudgetary resources from Member States and other donors, with only two dedicated regular budget positions being available for its work on trafficking in persons overall: one in its Human Trafficking and Migrant Smuggling Section and one in the Global Report on Trafficking in Persons Unit.

85. The resources available for the work of UNODC on trafficking in persons, in particular for its normative and policy work, continue to be limited. This has a severe impact on the capacity of UNODC to provide support to policy development, as well as to support intergovernmental and inter-agency processes to complement the legal and other technical assistance requested by Member States. In light of a growing demand by Member States for technical assistance relating to trafficking in persons and the corresponding need for increased policy guidance and enhanced cooperation and coordination with other stakeholders, additional resources are necessary to allow UNODC to adequately respond to the assistance needs of Member States at the national, regional and international levels. In particular, the capacity of UNODC to undertake additional tasks is entirely dependent on the availability of adequate resources.

86. The Office continues to seek extrabudgetary resources to carry out its work relating to trafficking in persons. In resolution 68/192, the General Assembly invited Member States and other international and bilateral donors to provide voluntary contributions to UNODC for that purpose.

87. During the reporting period, the Inter-Agency Coordination Group against Trafficking in Persons greatly benefited from a voluntary contribution from the Government of Sweden that allowed it to maintain a dedicated secretariat, hold regular in-person meetings of representatives of all six working group member agencies and undertake relevant policy research. This greatly enhanced the Group's effectiveness as an inter-agency policy-setting mechanism. Efforts are being undertaken to find renewed funding, as the current contribution will end in 2015. Member States are encouraged to consider making voluntary contributions to support the Inter-Agency Coordination Group against Trafficking in Persons.

88. Given the importance of the fight against trafficking in persons, Member States are encouraged to increase their voluntary contributions to support the work of the United Nations related to trafficking in persons.

IX. Recommendations

89. It is recommended that the General Assembly consider taking the following actions:

(a) Call upon Member States that have not yet done so to ratify or accede to the United Nations Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children;

(b) Call upon Member States to implement the United Nations Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, through effectively criminalizing trafficking in persons, providing victim protection and assistance, and strengthening international cooperation;

(c) Call upon Member States to strengthen prevention efforts, including through addressing factors that create vulnerabilities to trafficking in persons, awareness-raising, and marking the annual World Day against Trafficking in Persons on 30 July;

(d) Invite Member States to provide adequate voluntary resources for the work of the United Nations system agencies on trafficking in persons, including in particular the United Nations Office on Drugs and Crime and the Inter-Agency Coordination Group against Trafficking in Persons;

(e) Encourage Member States and private donors to give financial contributions to the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children;

(f) Encourage Member States to support the biennial publication of the *Global Report on Trafficking in Persons* by the United Nations Office on Drugs and Crime.